

LAWS OF WASHINGTON—1911.

Chapter 74—(H. B. 14).

RELATING TO COMPENSATION OF INJURED WORKMEN.

AN ACT relating to the compensation of injured workmen in our industries, and the compensation to their dependents where such injuries result in death, creating an industrial insurance department, making an appropriation for its administration, providing for the creation and disbursement of funds for the compensation and care of workmen injured in hazardous employment, providing penalties for the non-observance of regulations for the prevention of such injuries and for violation of its provisions, asserting and exercising the police power in such cases, and, except in certain specified cases, abolishing the doctrine of negligence as a ground for recovery of damages against employers, and depriving the courts of jurisdiction of such controversies, and repealing sections 6594, 6595, and 6596 of Remington and Ballinger's Annotated Codes and Statutes of Washington, relating to employes in factories, mills or workshops where machinery is used, actions for the recovery of damages and prescribing a punishment for the violation thereof.

Be it enacted by the Legislature of the State of Washington:

Section 1. *Declaration of Police Power.*

The common law system governing the remedy of workmen against employers for injuries received in hazardous work is inconsistent with modern industrial conditions. In practice it proves to be economically unwise and unfair. Its administration has produced the result that little of the cost of the employer has reached the workman and that little only at large ex-

pense to the public. The remedy of the workman has been uncertain, slow and inadequate. Injuries in such works, formally occasional, have become frequent and inevitable. The welfare of the state depends upon its industries, and even more upon the welfare of its wage-worker. The State of Washington, therefore, exercising herein its police and sovereign power, declares that all phases of the premises are withdrawn from private controversy, and sure and certain relief for workmen, injured in extra hazardous work, and their families and dependents is hereby provided regardless of questions of fault and to the exclusion of every other remedy, proceeding or compensation, except as otherwise provided in this act; and to that end all civil actions and civil causes of action for such personal injuries and all jurisdiction of the courts of the state over such causes are hereby abolished, except as in this act provided.

Sec 2. *Enumeration of Extra Hazardous Works.*

There is a hazard in all employment, but certain employments have come to be and to be recognized as being inherently constantly dangerous. This act is intended to apply to all such inherently hazardous works and occupations, and it is the purpose to embrace all of them, which are within the legislative jurisdiction of the state, in the following enumeration, and they are intended to be embraced within the term "extra hazardous" wherever used in this act, to-wit:

Factories, mills and workshops where machinery is used; printing, electrotyping, photo-engraving and stereotyping plants where machinery is used; foundries, blast furnaces, mines, wells, gas works, water-works, reduction works, breweries, elevators, wharves, docks, dredges, smelters, powder works; laundries operated by power; quarries; engineering works; log-

ging, lumbering and ship building operations; logging, street and interurban railroads; buildings being constructed, repaired, moved or demolished; telegraph, telephone, electric light or power plants or lines, steam heating or power plants, steamboats, tugs, ferries and railroads. If there be or arise any extra hazardous occupation or work other than those hereinabove enumerated, it shall come under this act, and its rate of contribution to the accident fund hereinafter established, shall be, until fixed by legislation, determined by the department hereinafter created, upon the basis of the relation which the risk involved bears to the risks classified in section 4.

Sec. 3. *Definitions.*

In the sense of this act words employed mean as here stated, to-wit:

Factories mean undertakings in which the business of working at commodities is carried on with power-driven machinery, either in manufacture, repair or change, and shall include the premises, yard and plant of the concern.

Workshop means any plant, yard, premises, room or place wherein power-driven machinery is employed and manual labor is exercised by way of trade for gain or otherwise in or incidental to the process of making, altering, repairing, printing or ornamenting, finishing or adapting for sale or otherwise any article or part of article, machine or thing, over which premises, room or place the employer of the person working therein has the right of access or control.

Mill means any plant, premises, room or place where machinery is used, any process of machinery, changing, altering or repairing any article or commodity for sale or otherwise, together with the yards and

premises which are a part of the plant, including elevators, warehouses and bunkers.

Mine means any mine where coal, clay, ore, mineral, gypsum or rock is dug or mined underground.

Quarry means an open cut from which coal is mined, or clay ore, mineral, gypsum, sand, gravel or rock is cut or taken for manufacturing, building or construction purposes.

Engineering work means any work of construction, improvement or alteration or repair of buildings, structures, streets, highways, sewers, street railways, railroads, logging roads, interurban railroads, harbors, docks, canals; electric, steam, or water power plants; telegraph and telephone plants and lines; electric light or power lines, and includes any other works for the construction, alteration or repair of which machinery driven by mechanical power is used.

Except when otherwise expressly stated, employer means any person, body of persons, corporate or otherwise, and the legal personal representatives of a deceased employer, all while engaged in this state in any extra hazardous work.

Workman means every person in this state, who, after September 30, 1911, is engaged in the employment of an employer carrying on or conducting any of the industries scheduled or classified in section 4, whether by way of manual labor or otherwise, and whether upon the premises or at the plant, or, he being in the course of his employment, away from the plant of his employer: *Provided, however,* That if the injury to a workman occurring away from the plant of his employer is due to the negligence or wrong of another not in the same employ, the injured workman, or if death result from the injury, his widow, children, or dependents, as the case may be, shall elect whether to take under this act or seek a remedy against such

other, such election to be in advance of any suit under this section; and if he take under this act, the cause of action against such other shall be assigned to the state for the benefit of the accident fund; if the other choice is made, the accident fund shall contribute only the deficiency, if any, between the amount of recovery against such third person actually collected, and the compensation provided or estimated by this act for such case. Any such cause of action assigned to the state may be prosecuted, or compromised by the department, in its discretion. Any compromise by the workman of any such suit, which would leave a deficiency to be made good out of the accident fund, may be made only with the written approval of the department.

Any individual employer or any member or officer of any corporate employer who shall be carried upon the pay roll at a salary or wage not less than the average salary or wage named in such pay roll and who shall be injured, shall be entitled to the benefit of this act as and under the same circumstances as and subject to the same obligations as a workman.

Dependent means any of the following named relatives of a workman whose death results from any injury and who leaves surviving no widow, widower, or child under the age of sixteen years, viz., invalid child over the age of sixteen years, daughter between sixteen and eighteen years of age, father, mother, grandfather, grand-mother, step-father, step-mother, grandson, grand-daughter, step-son, step-daughter, brother, sister, half-sister, half-brother, niece, nephew, who at the time of the accident, are dependent, in whole or in part, for their support upon the earnings of the workman. Except where otherwise provided by treaty, aliens, other than father or mother, not residing within

the United States at the time of the accident are not included.

Beneficiary means a husband, wife, child or dependent of a workman, in whom shall vest a right to receive payment under this act.

Invalid means one who is physically or mentally incapacitated from earning.

The word "child" as used in this act, includes a posthumous child, a child legally adopted prior to the injury, and an illegitimate child legitimated prior to the injury.

The words injury or injured, as used in this act, refer only to an injury resulting from some fortuitous event as distinguished from the contraction of disease.

Sec. 4. *Schedule of Contribution.*

Insomuch as industry should bear the greater portion of the burden of the cost of its accidents, each employer shall, prior to January 15th of each year, pay into the state treasury, in accordance with the following schedule, a sum equal to a percentage of his total pay roll for that year, to-wit: (the same being deemed the most accurate method of equitable distribution of burden in proportion to relative hazard):

CONSTRUCTION WORK.

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| Tunnels, bridges, trestles, sub-aqueous works, ditches and canals (other than irrigation without blasting), dock excavation, fire escapes, sewers, house moving, house wrecking | .065 |
| Iron or steel frame structures or parts of structures | .080 |
| Electric light or power plants or systems, telegraph or telephone systems, pile driving, steam railroads..... | .050 |

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|---|------|
| Steeple, towers or grain elevators, not metal framed, dry-docks without excavation, jetties, breakwaters, chimneys, marine railways, water works or systems, electric railways with rock work or blasting, blasting, erecting fire-proof doors or shutters..... | .050 |
| Steam heating plants, tanks, water towers or windmills, not metal frames..... | .040 |
| Shaft sinking..... | .060 |
| Concrete buildings, freight or passenger elevators, fire-proofing of buildings, galvanized iron or tin works, gas works, or systems, marble, stone or brick work, road making with blasting, roof work, safe moving, slate work, outside plumbing work, metal smoke-stacks or chimneys..... | .050 |
| Excavations not otherwise specified, blast furnaces | .040 |
| Street or other grading, cable or electric street railways without blasting, advertising signs, ornamental metal work in buildings..... | .035 |
| Ship or boat building or wrecking with scaffolds, floating docks..... | .045 |
| Carpenter work not otherwise specified..... | .035 |
| Installation of steam boilers or engines, placing wire in conduits, installing dynamos, putting up belts for machinery, marble, stone or tile setting, inside work, mantle setting, metal ceiling work, mill or ship wrighting, painting of buildings or structures, installation of automatic sprinklers, ship or boat rigging, concrete laying in floors, foundations or street paving, asphalt laying, covering steam pipes or boilers, installation of machinery not otherwise specified..... | .030 |
| Drilling wells, installing electrical apparatus or fire alarm systems in buildings, house heating or ventilating systems, glass setting, building hot houses, lathing, paper hanging, plastering, inside plumbing, wooden stair building, road making | .020 |

OPERATION (INCLUDING REPAIR WORK) OF

(All combinations of material take the higher rate when not otherwise provided).

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| Logging railroads, railroads, dredges, interurban electric railroads using third rail system, dry or floating docks..... | .050 |
| Electric light or power plants, interurban electric railroads not using third rail system, quarries | .040 |
| Street railways, all employees, telegraph or telephone systems, stone crushing, blasting furnaces, smelters, coal mines, gas works, steamboats, tugs, ferries..... | .030 |
| Mines, other than coal, steam heating or power plants..... | .025 |
| Grain elevators, laundries, water works, paper or pulp mills, garbage works..... | .020 |

FACTORIES USING POWER-DRIVEN MACHINERY.

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| Stamping tin or metal..... | .045 |
| Bridge work, railroad car or locomotive making or repairing, cooperage, logging with or without machinery, saw mills, shingle mills, staves, veneer, box, lath, packing cases, sash, door or blinds, barrel, keg, pail, basket, tub, wooden ware or wooden fibre ware, rolling mills, making steam shovels or dredges, tanks, water towers, asphalt, building material not otherwise specified, fertilizer, cement, stone with or without machinery, kindling wood, masts and spars with or without machinery, canneries, metal stamping extra, creosoting works, pile treating works..... | .025 |
| Excelsior, iron, steel, copper, zinc, brass or lead articles or wares not otherwise specified, working in wood not otherwise specified, hardware, tile, brick, terra cotta, fire clay, pottery, earthenware, porcelain ware, peat fuel, brickettes..... | .020 |

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| Breweries, bottling works, boiler works, foundries, machine shops not otherwise specified. | .020 |
| Cordage, working in food stuffs, including oils, fruits and vegetables, working in wool, cloth, leather, paper, broom, brush, rubber or textiles not otherwise specified..... | .015 |
| Making jewelry, soap, tallow, lard, grease, condensed milk..... | .015 |
| Creameries, printing, electrotyping, photo-engraving, engraving, lithographing..... | .015 |

MISCELLANEOUS WORK.

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| Stevedoring, longshoring..... | .030 |
| Operating stock yards, with or without railroad entry, packing houses..... | .025 |
| Wharf operation, artificial ice, refrigerating or cold storage plants, tanneries, electric systems not otherwise specified..... | .020 |
| Theater stage employes..... | .015 |
| Fire works manufacturing..... | .050 |
| Powder works..... | .100 |

The application of this act as between employers and workmen shall date from and include the first day of October, 1911. The payment for 1911 shall be made prior to the day last named, and shall be preliminarily collected upon the pay roll of the last preceding three months of operation. At the end of each year an adjustment of accounts shall be made upon the basis of the actual pay roll. Any shortage shall be made good on or before February 1st, following. Every employer who shall enter into business at any intermediate day shall make his payment for the initial year or portion thereof before commencing operation; its amount shall be calculated upon his estimated pay roll, an adjustment shall be made on or before February 1st of the following year in the manner above provided.

For the purpose of such payments accounts shall be

kept with each industry in accordance with the classification herein provided and no class shall be liable for the depletion of the accident fund from accidents happening in any other class. Each class shall meet and be liable for the accidents occurring in such class. There shall be collected from each class as an initial payment into the accident fund as above specified on or before the 1st day of October, 1911, one-fourth of the premium of the next succeeding year, and one-twelfth thereof at the close of each month after December, 1911: *Provided*, Any class having sufficient funds credited to its account at the end of the first three months or any month thereafter, to meet the requirements of the accident fund, that class shall not be called upon for such month. In case of accidents occurring in such class after lapsed payment or payments said class shall pay the said lapsed or deferred payments commencing at the first lapsed payment, as may be necessary to meet such requirements of the accident fund.

The fund thereby created shall be termed the "accident fund" which shall be devoted exclusively to the purpose specified for it in this act.

In that the intent is that the fund created under this section shall ultimately become neither more or less than self-supporting, exclusive of the expense of administration, the rates in this section named are subject to future adjustment by the legislature, and the classifications to rearrangement following any relative increase or decrease of hazard shown by experience.

It shall be unlawful for the employer to deduct or obtain any part of the premium required by this section to be by him paid from the wages or earnings of his workmen or any of them, and the making or attempt to make any such deduction shall be a gross misdemeanor. If, after this act shall have come

into operation, it is shown by experience under the act, because of poor or careless management, any establishment or work is unduly dangerous in comparison with other like establishments or works, the department may advance its classification of risks and premium rates in proportion to the undue hazard. In accordance with the same principle, any such increase in classification or premium rate, shall be subject to restoration to the schedule rate. Any such change in classification of risks or premium rates, or any change caused by change in the class of work, occurring during the year shall, at the time of the annual adjustment, be adjusted by the department in proportion to its duration in accordance with the schedule of this section. If, at the end of any year it shall be seen that the contribution to the accident fund by any class of industry shall be less than the drain upon the fund on account of that class, the deficiency shall be made good to the fund on the 1st day of February of the following year by the employers of that class in proportion to their respective payments for the past year.

For the purposes of such payment and making good of deficit, the particular classes of industry shall be as follows:

CONSTRUCTION WORK.

Class 1. Tunnels, sewer, shaft sinking, drilling wells.

Class 2. Bridges, mill wrighting, trestles, steeples, towers or grain elevators not metal framed, tanks, water towers, wind-mills not metal framed.

Class 3. Sub-aqueous works, canal other than irrigation or docks with or without blasting, pile driving, jetties, breakwaters, marine railways.

Class 4. House moving, house wrecking, safe moving.

Class 5. Iron or steel frame structures or parts of structures, fire escapes, erecting fire-proof doors or shutters, blast furnaces, concrete chimneys, freight or passenger elevators, fire proofing of buildings, galvanized iron or tin work, marble, stone or brick work, roof work, slate work, plumbing work, metal smoke stack or chimneys, advertising signs, ornamental metal work in buildings, carpenter work not otherwise specified, marble, stone or tile setting, mantle setting, metal ceiling work, painting of buildings or structures, concrete laying in floors or foundations, glass setting, building hot houses, lathing, paper hanging, plastering, wooden stair building.

Class 6. Electric light and power plants or system, telegraph or telephone systems, cable or electric railways with or without rock work or blasting, water works or systems, steam heating plants, gas works or systems, installation of steam boilers or engines, placing wires in conduits, installing dynamos, putting up belts for machinery, installation of automatic sprinklers, covering steam pipes or boilers, installation of machinery not otherwise specified, installing electrical apparatus or fire alarm systems in buildings, house heating or ventilating systems.

Class 7. Steam railroads, logging railroads.

Class 8. Road making, street or other grading, concrete laying in street paving, asphalt laying.

Class 9. Ship or boat building with scaffolds, ship wrighting, ship or boat rigging, floating docks.

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Class 10. Logging, saw mills, shingle mills, lath mills, masts and spars with or without machinery.

Class 12. Dredges, dry or floating docks.

Class 13. Electric light or power plants or systems,

steam heat or power plants or systems, electric systems not otherwise specified.

Class 14. Street railways.

Class 15. Telegraph systems, telephone systems.

Class 16. Coal mines.

Class 17. Quarries, stone crushing, mines other than coal.

Class 18. Blast furnaces, smelters, rolling mills.

Class 19. Gas works.

Class 20. Steamboats, tugs, ferries.

Class 21. Grain elevators.

Class 22. Laundries.

Class 23. Water works.

Class 24. Paper or pulp mills.

Class 25. Garbage works, fertilizer.

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Class 26. Stamping tin or metal.

Class 27. Bridge work, making steam shovels or dredges, tanks, water towers.

Class 28. Railroad car or locomotive making or repairing.

Class 29. Cooperage, staves, veneer, box, packing cases, sash (,) door or blinds, barrel, keg, pail, basket, tub, wood ware or wood fibre ware, kindling wood, excelsior, working in wood not otherwise specified.

Class 30. Asphalt.

Class 31. Cement, stone with or without machinery, building materials not otherwise specified.

Class 32. Canneries of fruits or vegetables.

Class 33. Canneries of fish or meat products.

Class 34. Iron, steel, copper, zinc, brass or lead articles or wares, hardware, boiler works, foundries, machine shops not otherwise specified.

Class 35. Tile, brick, terra cotta, fire clay, pottery, earthenware, porcelain ware.

Class 36. Peat fuel, brickettes.

Class 37. Breweries, bottling works.

Class 38. Cordage, working in wool, cloth, leather, paper, brush, rubber or textile not otherwise specified.

Class 39. Working in food stuffs, including oils, fruits, vegetables.

Class 40. Condensed milk, creameries.

Class 41. Printing, electrotyping, photo-engraving, engraving, lithographing, making jewelry.

Class 42. Stevedoring, longshoring, wharf operation.

Class 43. Stock yards, packing houses, making soap, tallow, lard, grease, tanneries.

Class 44. Artificial ice, refrigerating or cold storage plants.

Class 45. Theater stage employees.

Class 46. Fire works manufacturing, powder works.

Class 47. Creosoting works, pile treating works.

If a single establishment or work comprises several occupations listed in this section in different risk classes, the premium shall be computed according to the pay roll of each occupation if clearly separable, otherwise an average rate of premium shall be charged for the entire establishment, taking into consideration the number of employees and the relative hazards. If an employer besides employing workmen in extra hazardous employment shall also employ workmen in employments not extra hazardous the provisions of this act shall apply only to the extra hazardous departments and employments and the workmen employed therein. In computing the pay roll the entire compensation received by every workman employed in

extra hazardous employment shall be included, whether it be in the form of salary, wage, piece work, overtime, or any allowance in the way of profit-sharing, premium or otherwise, and whether payable in money, board, or otherwise.

Sec. 5. *Schedule of Awards.*

Each workman who shall be injured whether upon the premises or at the plant or, he being in the course of his employment, away from the plant of his employer, or his family or dependents in case of death of the workman, shall receive out of the accident fund compensation in accordance with the following schedule, and, except as in this act otherwise provided, such payment shall be in lieu of any and all rights of action whatsoever against any person whomsoever.

COMPENSATION SCHEDULE.

(a) Where death results from the injury the expenses of burial shall be paid in all cases, not to exceed \$75.00 in any case, and,

(1) If the workman leaves a widow or invalid widow, a monthly payment of \$20.00 shall be made throughout the life of the surviving spouse, to cease at the end of the month in which remarriage shall occur; and the surviving spouse shall also receive \$5.00 per month for each child of the deceased under the age of sixteen years at time of the occurrence of the injury until such minor child shall reach the age of sixteen years, but the total monthly payment under this paragraph (1) of subdivision (a) shall not exceed \$35.00. Upon remarriage of a widow she shall receive, once and for all, a lump sum equal to twelve times her monthly allowance, viz., the sum of \$240.00.

but the monthly payment for the child or children shall continue as before.

(2) If the workman leaves no wife or husband, but a child or children under the age of sixteen years, a monthly payment of \$10.00 shall be made to each such child until such child shall reach the age of sixteen years, but the total monthly payment shall not exceed \$35.00, and any deficit shall be deducted proportionately among the beneficiaries.

(3) If the workman leaves no widow, widower, or child under the age of sixteen years, but leaves a dependent or dependents, a monthly payment shall be made to each dependent equal to fifty per cent of the average monthly support actually received by such dependent from the workman during the twelve months next preceding the occurrence of the injury, but the total payment to all dependents in any case shall not exceed \$20.00 per month. If any dependent is under the age of sixteen years at the time of the occurrence of the injury, the payment to such dependent shall cease when such dependent shall reach the age of sixteen years. The payment to any dependent shall cease if and when, under the same circumstances, the necessity creating the dependency would have ceased if the injury had not happened.

If the workman is under the age of twenty-one years and unmarried at the time of his death, the parents or parent of the workman shall receive \$20.00 per month for each month after his death until the time at which he would have arrived at the age of twenty-one years.

(4) In the event a surviving spouse receiving monthly payments shall die, leaving a child or children under the age of sixteen years, the sum he or she shall be receiving on account of such child or children shall be thereafter, until such child shall arrive at the

age of sixteen years, paid to the child increased 100 per cent, but the total to all children shall not exceed the sum of thirty-five dollars per month.

(b) Permanent total disability means the loss of both legs or both arms, or one leg and one arm, total loss of eyesight, paralysis or other condition permanently incapacitating the workman from performing any work at any gainful occupation.

When permanent total disability results from the injury the workman shall receive monthly during the period of such disability :

(1) If unmarried at the time of the injury, the sum of \$20.00.

(2) If the workman have a wife or invalid husband, but no child under the age of sixteen years, the sum of \$25.00. If the husband is not an invalid, the monthly payment of \$25.00 shall be reduced to \$15.00.

(3) If the workman have a wife or husband and a child or children under the age of sixteen years, or, being a widow or widower, have any such child or children, the monthly payment provided in the preceding paragraph shall be increased by five dollars for each such child until such child shall arrive at the age of sixteen years, but the total monthly payment shall not exceed thirty-five dollars.

(c) If the injured workman die during the period of total disability, whatever the cause of death, leaving a widow, invalid widower, or child under the age of sixteen years, the surviving widow or invalid widower shall receive twenty dollars per month until death or remarriage, to be increased five dollars per month for each child under the age of sixteen years until such child shall arrive at the age of sixteen year; but if such child is or shall be without father or mother, such child shall receive ten dollars per month until arriving at the age of sixteen years. The

total combined monthly payment under this paragraph shall in no case exceed thirty-five dollars. Upon remarriage the payments on account of a child or children shall continue as before to the child or children.

(d) When the total disability is only temporary, the schedule of payment contained in paragraphs (1) (2) and (3) of the foregoing subdivision (d) shall apply so long as the total disability shall continue, increased 50 per cent for the first six months of such continuance, but in no case shall the increase operate to make the monthly payment exceed sixty per cent of the monthly wage (the daily wage multiplied by twenty-six) the workman was receiving at the time of his injury. As soon as recovery is so complete that the present earning power of the workman, at any kind of work, is restored to that existing at the time of the occurrence of the injury the payments shall cease. If and so long as the present earning power is only partially restored the payments shall continue in the proportion which the new earning power shall bear to the old. No compensation shall be payable out of the accident fund unless the loss of earning power shall exceed five per cent.

(e) For every case of injury resulting in death or permanent total disability it shall be the duty of the department to forthwith notify the state treasurer, and he shall set apart out of the accident fund a sum of money for the case, to be known as the estimated lump value of the monthly payments provided for it, to be calculated upon the theory that a monthly payment of twenty dollars, to a person thirty years of age, is equal to a lump sum payment, according to the expectancy of life as fixed by the American Mortality Table, of four thousand dollars, but the total in no case to exceed the sum of four thousand dollars. The state treasurer shall invest said sum at interest in the

class of securities provided by law for the investment of the permanent school fund, and out of the same and its earnings shall be paid the monthly installments and any lump sum payment then or thereafter arranged for the case. Any deficiency shall be made good out of, and any balance or overplus shall revert to the accident fund. The state treasurer shall keep accurate account of all such segregations of the accident fund, and may borrow from the main fund to meet monthly payments pending conversion into cash of any security, and in such case shall repay such temporary loan out of the cash realized from the security.

(f) Permanent partial disability means the loss of either one foot, one leg, one hand, one arm, one eye, one or more fingers, one or more toes, any dislocation where ligaments are severed, or any other injury known in surgery to be permanent partial disability. For any permanent partial disability resulting from an injury, the workman shall receive compensation in a lump sum in an amount equal to the extent of the injury, to be decided in the first instance by the department, but not in any case to exceed the sum of \$1,500.00. The loss of one major arm at or above the elbow shall be deemed the maximum permanent partial disability. Compensation for any other permanent partial disability shall be in the proportion which the extent of such disability shall bear to the said maximum. If the injured workman be under the age of twenty-one years and unmarried, the parents or parent shall also receive a lump sum payment equal to ten per cent of the amount awarded the minor workman.

(g) Should a further accident occur to a workman already receiving a monthly payment under this section for a temporary disability, or who has been previously the recipient of a lump sum payment under

this act, his future compensation shall be adjusted according to the other provisions of this section and with regard to the combined effect of his injuries, and his past receipt of money under this act.

(h) If aggravation, diminution, or termination of disability takes place or be discovered after the rate of compensation shall have been established or compensation terminated in any case the department may, upon the application of the beneficiary or upon its own motion, readjust for future application the rate of compensation in accordance with the rules in this section provided for the same, or in a proper case terminate the payments.

(i) A husband or wife of an injured workman, living in a state of abandonment for more than one year at the time of the injury or subsequently, shall not be a beneficiary under this act.

(j) If a beneficiary shall reside or remove out of the state the department may, in its discretion, convert any monthly payments provided for such case into a lump sum payment (not in any case to exceed \$4,000.00) upon the theory, according to the expectancy of life as fixed by the American Mortality Table, that a monthly payment of \$20.00 to a person thirty years of age is worth \$4,000.00, or with the consent of the beneficiary, for a smaller sum.

(k) Any court review under this section shall be initiated in the county where the workman resides or resided at the time of the injury, or in which the injury occurred.

Sec. 6. *Intentional Injuries—Status of Minors.*

If injury or death results to a workman from the deliberate intention of the workman himself to produce such injury or death, neither the workman nor the widow, widower, child or dependent of the workman

shall receive any payment whatsoever out of the accident fund. If injury or death results to a workman from the deliberate intention of his employer to produce such injury or death, the workman, the widow, widower, child or dependent of the workman shall have the privilege to take under this act and also have cause of action against the employer, as if this act had not been enacted, for any excess of damage over the amount received or receivable under this act.

A minor working at an age legally permitted under the laws of this state shall be deemed *sui juris* for the purpose of this act, and no other person shall have any cause of action or right to compensation for an injury to such minor workman except as expressly provided in this act, but in the event of a lump sum payment becoming due under this act to such minor workman, the management of the sum shall be within the probate jurisdiction of the courts the same as other property of minors.

Sec. 7. Conversion into Lump Sum Payment.

In case of death or permanent total disability the monthly payment provided may be converted, in whole or in part, into a lump sum payment (not in any case to exceed \$4,000.00) on the theory, according to the expectancy of life as fixed by the American Mortality Table, that a monthly payment of \$20.00 to a person thirty years of age is worth the sum of \$4,000.00, in which event the monthly payment shall cease in whole or in part accordingly or proportionately. Such conversion may only be made after the happening of the injury and upon the written application of the beneficiary (in case of minor children, the application may be by either parent) to the department, and shall rest in the discretion of the department. Within the rule aforesaid the amount and value of the lump sum pay-

ment may be agreed upon between the department and the beneficiary.

Sec. 8. *Defaulting Employers.*

If any employer shall default in any payment to the accident fund hereinbefore in this act required, the sum due shall be collected by action at law in the name of the state as plaintiff, and such right of action shall be in addition to any other right of action or remedy. In respect to any injury happening to any of his workmen during the period of any default in the payment of any premium under section 4, the defaulting employer shall not, if such default be after demand for payment, be entitled to the benefits of this act, but shall be liable to suit by the injured workman (or the husband, wife, child or dependent of such workman in case death result from the accident), as he would have been prior to the passage of this act.

In case the recovery actually collected in such suit shall equal or exceed the compensation to which the plaintiff therein would be entitled under this act, the plaintiff shall not be paid anything out of the accident fund; if the said amount shall be less than such compensation under this act, the accident fund shall contribute the amount of the deficiency. The person so entitled under the provisions of this section to sue shall have the choice (to be exercised before suit) of proceeding by suit or taking under this act. If such person shall take under this act, the cause of action against the employer shall be assigned to the state for the benefit of the accident fund. In any suit brought upon such cause of action the defense of fellow-servant and assumption of risk shall be inadmissible, and the doctrine of comparative negligence shall obtain. Any such cause of action assigned to the state may be prosecuted or compromised by the depart-

ment in its discretion. Any compromise by the workman of any such suit, which would leave a deficiency to be made good out of the accident fund, may be made only with the written approval of the department.

Sec. 9. *Employer's Responsibility for Safeguard.*

If any workman shall be injured because of the absence of any safeguard or protection required to be provided or maintained by, or pursuant to, any statute or ordinance, or any departmental regulation under any statute, or be, at the time of the injury, of less than the maximum age prescribed by law for the employment of a minor in the occupation in which he shall be engaged when injured, the employer shall, within ten days after demand therefor by the department, pay into the accident fund, in addition to the same required by section 4 to be paid:

(a) In case the consequent payment to the workman out of the accident fund be a lump sum, a sum equal to fifty per cent of that amount.

(b) In case the consequent payment to the workman be payable in monthly payments, a sum equal to fifty per cent of the lump value of such monthly payment, estimated in accordance with the rule stated in section 7.

The foregoing provisions of this act shall not apply to the employer if the absence of such guard or protection be due to the removal thereof by the injured workman himself or with his knowledge by any of his fellow-workmen, unless such removal be by order or direction of the employer or superintendent or foreman of the employer, or anyone placed by the employer in control or direction of such workman. If the removal of such guard or protection be by the workman himself or with his consent by any of his

fellow-workmen, unless done by order or direction of the employer or the superintendent or foreman of the employer, or any one placed by the employer in control, or direction of such workman, the schedule of compensation provided in section 5 shall be reduced ten per cent for the individual case of such workman.

Sec. 10. *Exemption of Awards.*

No money paid or payable under this act out of the accident fund shall, prior to issuance and delivery of the warrant therefor, be capable of being assigned, charged, nor ever be taken in execution or attached or garnished, nor shall the same pass to any other person by operation of law. Any such assignment or charge shall be void.

Sec. 11. *Nonwaiver of Act by Contract.*

No employer or workman shall exempt himself from the burden or waive the benefits of this act by any contract, agreement, rule or regulation, and any such contract, agreement, rule or regulation shall be pro tanto void.

Sec. 12. *Filing Claim for Compensation.*

(a) Where a workman is entitled to compensation under this act he shall file with the department, his application for such, together with the certificate of the physician who attended him, and it shall be the duty of the physician to inform the injured workman of his rights under this act and to lend all necessary assistance in making this application for compensation and such proof of other matters as required by the rules of the department without charge to the workman.

(b) Where death results from injury the parties entitled to compensation under this act, or some one

in their behalf, shall make application for the same to the department, which application must be accompanied with proof of death and proof of relationship showing the parties to be entitled to compensation under this act, certificates of attending physician, if any, and such other proof as required by the rules of the department.

(c) If change of circumstance warrant an increase or rearrangement of compensation, like application shall be made therefor. No increase or rearrangement shall be operative for any period prior to application therefor.

(d) No application shall be valid or claim thereunder enforceable unless filed within one year after the day upon which the injury occurred or the right thereto accrued.

Sec. 13. *Medical Examination.*

Any workman entitled to receive compensation under this act is required, if requested by the department, to submit himself for medical examination at a time and from time to time at a place reasonably convenient for the workman and as may be provided by the rules of the department. If the workman refuses to submit to any such examination, or obstructs the same, his rights to monthly payments shall be suspended until such examination has taken place, and no compensation shall be payable during or for account of such period.

Sec. 14. *Notice of Accident.*

Whenever any accident occurs to any workman it shall be the duty of the employer to at once report such accident and the injury resulting therefrom to the department, and also to any local representative of the department. Such report shall state:

1. The time, cause and nature of the accident and

injuries, and the probable duration of the injury resulting therefrom.

2. Whether the accident arose out of or in the course of the injured person's employment.

3. Any other matters the rules and regulations of the department may prescribe.

Sec. 15. *Inspection of Employer's Books.*

The books, records and pay-rolls of the employer pertinent to the administration of this act shall always be open to inspection by the department or its traveling auditor, agent or assistant, for the purpose of ascertaining the correctness of the pay-roll, the men employed, and such other information as may be necessary for the department and its management under this act. Refusal on the part of the employer to submit said books, records and pay-rolls for such inspection to any member of the commission, or any assistant presenting written authority from the commission, shall subject the offending employer to a penalty of one hundred dollars for each offense, to be collected by civil action in the name of the state and paid into the accident fund, and the individual who shall personally give such refusal shall be guilty of a misdemeanor.

Sec. 16. *Penalty for Misrepresentation as to Pay-roll.*

Any employer who shall misrepresent to the department the amount of pay-roll upon which the premium under this act is based shall be liable to the state in ten times the amount of the difference in premium paid and the amount the employer should have paid. The liability to the state under this section shall be enforced in a civil action in the name of the state. All sums collected under this section shall be paid into the accident fund.

Sec. 17. Public and Contract Work.

Whenever the state, county or any municipal corporation shall engage in any extra hazardous work in which workmen are employed for wages, this act shall be applicable thereto. The employer's payments into the accident fund shall be made from the treasury of the state, county or municipality. If said work is being done by contract, the pay-roll of the contractor and the subcontractor shall be the basis of computation, and in the case of contract work consuming less than one year in performance the required payment into the accident fund shall be based upon the total pay-roll. The contractor and any subcontractor shall be subject to the provisions of the act, and the state for its general fund, the county or municipal corporation shall be entitled to collect from the contractor the full amount payable to the accident fund, and the contractor, in turn shall be entitled to collect from the subcontractor his proportionate amount of the payment. The provisions of this section shall apply to all extrahazardous work done by contract, except that in private work the contractor shall be responsible, primarily and directly, to the accident fund for the proper percentage of the total pay-roll of the work and the owner of the property affected by the contract shall be surety for such payments. Whenever and so long as, by state law, city charter or municipal ordinance, provision is made for municipal employes injured in the course of employment, such employes shall not be entitled to the benefits of this act and shall not be included in the payroll of the municipality under this act.

Sec. 18. Interstate Commerce.

The provisions of this act shall apply to employers and workmen engaged in intrastate and also in interstate or foreign commerce, for whom a rule of liability

or method of compensation has been or may be established by the Congress of the United States, only to the extent that their mutual connection with intrastate work may and shall be clearly separable and distinguishable from interstate or foreign commerce, except that any such employer and any of his workmen working only in this state may, with the approval of the department, and so far as not forbidden by any act of Congress, voluntarily accept the provisions of this act by filing written acceptances with the department. Such acceptances, when filed with and approved by the department, shall subject the acceptors irrevocably to the provisions of this act to all intents and purposes as if they had been originally included in its terms. Payment of premium shall be on the basis of the payroll of the workmen who accept as aforesaid.

Sec. 19. *Elective Adoption of Act.*

Any employer and his employes engaged in works not extrahazardous may, by their joint election, filed with the department, accept the provisions of this act, and such acceptances, when approved by the department, shall subject them irrevocably to the provisions of this act to all intents and purposes as if they had been originally included in its terms. Ninety per cent of the minimum rate specified in section 4 shall be applicable to such case until otherwise provided by law.

Sec. 20. *Court Review.*

Any employer, workman, beneficiary, or person feeling aggrieved at any decision of the department affecting his interests under this act may have the same reviewed by a proceeding for that purpose, in the nature of an appeal, initiated in the superior court of the county of his residence (except as otherwise provided in subdivision (1) of section numbered 5) in so far

as such decision rests upon questions of fact, or of the proper application of the provisions of this act, it being the intent that matters resting in the discretion of the department shall not be subject to review. The proceedings in every such appeal shall be informal and summary, but full opportunity to be heard shall be had before judgment is pronounced. No such appeal shall be entertained unless notice of appeal shall have been served by mail or personally upon some member of the commission within twenty days following the rendition of the decision appealed from and communication thereof to the person affected thereby. No bond shall be required, except that an appeal by the employer from a decision of the department under section 9 shall be ineffectual unless, within five days following the service of notice thereof, a bond, with surety satisfactory to the court, shall be filed, conditioned to perform the judgment of the court. Except in the case last named an appeal shall not be a stay. The calling of a jury shall rest in the discretion of the court except that in cases arising under sections 9, 15 and 16 either party shall be entitled to a jury trial upon demand. It shall be unlawful for any attorney engaged in any such appeal to charge or receive any fee therein in excess of a reasonable fee, to be fixed by the court in the case, and, if the decision of the department shall be reversed or modified, such fee and the fees of medical and other witnesses and the costs shall be payable out of the administration fund, if the accident fund is affected by the litigation. In other respects the practice in civil cases shall apply. Appeal shall lie from the judgment of the superior court as in other civil cases. The attorney general shall be the legal adviser of the department and shall represent it in all proceedings, whenever so requested by any of the commissioners. In all court proceedings under or pursuant to this act

the decision of the department shall be prima facie correct, and the burden of proof shall be upon the party attacking the same.

Sec. 21. Creation of Department.

The administration of this act is imposed upon a department, to be known as the Industrial Insurance Department, to consist of three commissioners to be appointed by the governor. One of them shall hold office for the first two years, another for the first four years, and another for the first six years following the passage and approval of this act. Thereafter the term shall be six years. Each commissioner shall hold until his successor shall be appointed and shall have qualified. A decision of any question arising under this act concurred in by two of the commissioners shall be the decision of the department. The governor may at any time remove any commissioner from office in his discretion, but within ten days following any such removal the governor shall file in the office of the secretary of state a statement of his reasons therefor. The commission shall select one of their members as chairman. The main office of the commission shall be at the state capitol, but branch offices may be established at other places in the state. Each member of the commission shall have power to issue subpoenas requiring the attendance of witnesses and the production of books and documents.

Sec. 22. Salary of Commissioners.

The salary of each of the commissioners shall be thirty-six hundred dollars per annum, and he shall be allowed his actual and necessary traveling and incidental expenses; and any assistant to the commissioners shall be paid for each full day's service rendered by him, his actual and necessary traveling expenses and

such compensation as the commission may deem proper, not to exceed six dollars per day to an auditor, or five dollars per day to any other assistant.

Sec. 23. *Deputies and Assistants.*

The commissioners may appoint a sufficient number of auditors and assistants to aid them in the administration of this act, at an expense not to exceed \$5,000.00 per month. They may employ one or more physicians in each county for the purpose of official medical examinations, whose compensation shall be limited to five dollars for each examination and report therein. They may procure such record books as they may deem necessary for the record of the financial transactions and statistical data of the department, and the necessary documents, forms and blanks. They may establish and require all employers to install and maintain a uniform form of payroll.

Sec. 24. *Conduct, Management and Supervision of Department.*

The commission shall, in accordance with the provisions of this act:

(1) Establish and promulgate rules governing the administration of this act.

(2) Ascertain and establish the amounts to be paid into and out of the accident fund.

(3) Regulate the proof of accident and extent thereof, the proof of death and the proof of relationship and the extent of dependency.

(4) Supervise the medical, surgical and hospital treatment to the intent that same may be in all cases suitable and wholesome.

(5) Issue proper receipts for moneys received, and certificates for benefits accrued and accruing.

(6) Investigate the cause of all serious injuries and

report to the governor from time to time any violations or laxity in performance of protective statutes or regulations coming under the observation of the department.

(7) Compile and preserve statistics showing the number of accidents occurring in the establishment or works of each employer, the liabilities and expenditures of the accident fund on account of, and the premium collected from the same, and hospital charges and expenses.

(8) Make annual reports to the governor (one of them not more than sixty nor less than thirty days prior to each regular session of the legislature) of the workings of the department, and showing the financial status and the outstanding obligations of the accident fund, and the statistics aforesaid.

Sec. 25. *Medical Witnesses.*

Upon the appeal of any workman from any decision of the department affecting the extent of his injuries or the progress of the same, the court may appoint not to exceed three physicians to examine the physical condition of the appellant, who shall make to the court their report thereon, and they may be interrogated before the court by or on behalf of the appellant in relation to the same. The fee of each shall be fixed by the court, but shall not exceed ten dollars per day each.

Sec. 26. *Disbursement of Funds.*

Disbursement out of the funds shall be made only upon warrants drawn by the state auditor upon vouchers therefor transmitted to him by the department and audited by him. The state treasurer shall pay every warrant out of the fund upon which it is drawn. If, at any time, there shall not be sufficient money in the fund on which any such warrant shall have been

drawn wherewith to pay the same, the employer on account of whose workman it was that the warrant was drawn shall pay the same, and he shall be credited upon his next following contribution to such fund the amount so paid with interest thereon at the legal rate from the date of such payment to the date such next following contribution became payable, and if the amount of the credit shall exceed the amount of the contribution, he shall have a warrant upon the same fund for the excess, and if any such warrant shall not be so paid, it shall remain, nevertheless, payable out of the fund. The state treasurer shall to such extent as shall appear to him to be advisable keep the moneys of the unsegregated portion of the accident fund invested at interest in the class of securities provided by law for the investment of the permanent school fund. The state treasurer shall be liable on his official bond for the safe custody of the moneys and securities of the accident fund, but all the provisions of an act approved February 21, 1907, entitled "An act to provide for state depositories and to regulate the deposits of state moneys therein," shall be applied to said moneys and the handling thereof by the state treasurer.

Sec. 27. Test of Invalidity of Act.

If any employer shall be adjudicated to be outside the lawful scope of this act, the act shall not apply to him or his workman, or if any workman shall be adjudicated to be outside the lawful scope of this act because of remoteness of his work from the hazard of his employer's work, any such adjudication shall not impair the validity of this act in other respects, and in every such case an accounting in accordance with the justice of the case shall be had of moneys received. If the provisions of section 4 of this act for the creation of the accident fund, or the provisions of this act

making the compensation to the workman provided in it exclusive of any other remedy on the part of the workman shall be held invalid the entire act shall be thereby invalidated except the provisions of section 31, and an accounting according to the justice of the case shall be had of moneys received. In other respects an adjudication of invalidity of any part of this act shall not affect the validity of the act as a whole or any other part thereof.

Sec. 28. *Statute of Limitations Saved.*

If the provisions of this act relative to compensation for injuries to or death of workmen become invalid because of any adjudication, or be repealed, the period intervening between the occurrence of an injury or death, not previously compensated for under this act by lump payment or completed monthly payments, and such repeal or the rendition of the final adjudication of invalidity shall not be computed as a part of the time limited by law for the commencement of any action relating to such injury or death: *Provided*, That such action be commenced within one year after such repeal or adjudication; but in any such action any sum paid out of the accident fund to the workman on account of injury, to whom the action is prosecuted, shall be taken into account or disposed of as follows: If the defendant employer shall have paid without delinquency into the accident fund the payment provided by section 4, such sums shall be credited upon the recovery as payment thereon, otherwise the sum shall not be so credited but shall be deducted from the sum collected and be paid into the said fund from which they had been previously disbursed.

Section 29. *Appropriations.*

There is hereby appropriated out of the state treasury the sum of one hundred and fifty thousand dollars,

or so much thereof as may be necessary, to be known as the administration fund, out of which the salaries, traveling and office expenses of the department shall be paid, and also all other expenses of the administration of the accident fund; and there is hereby appropriated out of the accident fund for the purpose to which said fund is applicable the sum of \$1,500,000.00, or so much thereof as shall be necessary for the purposes of this act.

Sec. 30. *Safeguard Regulations Preserved.*

Nothing in this act contained shall repeal any existing law providing for the installation or maintenance of any device, means or method for the prevention of accidents in extrahazardous work or for a penalty or punishment for failure to install or maintain any such protective device, means or method, but sections 8, 9, and 10 of the act approved March 6, 1905, entitled: "An act providing for the protection and health of employes in factories, mills or workshops, where machinery is used, and providing for suits to recover damages sustained by the violation thereof, and prescribing a punishment for the violation thereof and repealing an act entitled, 'An act providing for the protection of employes in factories, mills, or workshops where machinery is used, and providing for the punishment of the violation thereof, approved March 6, 1903,' and repealing all other acts or parts of acts in conflict herewith," are hereby repealed, except as to any cause of action which shall have accrued thereunder prior to October 1, 1911.

Sec. 31. *Distribution of Funds in Case of Repeal.*

If this act shall be hereafter repealed, all moneys which are in the accident fund at the time of the repeal shall be subject to such disposition as may be

provided by the legislature and in default of such legislative provision distribution thereof shall be in accordance with the justice of the matter, due regard being had to obligations of compensation incurred and existing.

Sec. 32. *Saving Clause.*

This act shall not affect any action pending or cause of action existing on the 30th day of September, 1911.

Passed by the House February 23, 1911.

Passed by the Senate March 7, 1911.

Approved by the Governor March 14, 1911.

SUPREME COURT OF WASHINGTON.

Nov. 28, 1913.

Peet v. Mills.

Opinion.

MORRIS, J. By this appeal we are again called upon to review the Workmen's Compensation Act of 1911 (Laws 1911, c. 74), under appellant's contention that the act is applicable only where recovery is sought upon the ground of negligence of the employer. The facts upon which appellant predicates his right of action are these: On January 22, 1912, while in the employ of the Seattle, Renton & Southern Railway Company as motorman he was injured in a collision between two of the railway company's trains. Respondent was then the president of the railway company, and it is sought to hold him personally responsible for the injuries because of the allegations that, when he assumed the control and management of the railway company, it was equipped with a block signal system for use in foggy weather, which respondent negligently failed to operate; and that, when complaint was made by the train operators of the great danger of operating the trains without the aid of the block signals, a promise was made by respondent to have the block signals working during foggy weather, which promise respondent failed to keep, and as a consequence of his negligence in so failing appellant was injured. The court below sustained a demurrer to the complaint, and, appellant electing to stand upon his complaint, the action was dismissed, and this appeal taken.

(1) It is the contention of the appellant, conceding he was at the time of his injury a "workman" within the meaning of the act, and that as such he has no right of action against the railway company, his employer, that the act in no way infringes upon his right

of action against respondent because: (1) The act itself is in derogation of the common law, and, since it does not expressly abolish the doctrine of negligence as a ground of recovery except as against employers, it should be strictly construed; (2) even though it be admitted that the body of the act is in itself sufficient to abolish negligence as a ground of recovery of damages against all persons within the scope of the act, the title to the act is not broad enough to include such abolition as against anyone except employers. Our recent discussion of the Workmen's Compensation Act of 1911, as found in *State ex rel. Davis-Smith Co. v. Clausen*, 65 Wash. 156, 117 Pac. 1101, 37 L. R. A. (N. S.) 466, and *State v. Mountain Timber Co.*, 135 Pac. 645, renders unnecessary any further review of the act except in so far as may be necessary to notice the contentions here raised. The act contains its own declaration of legislative policy, in reciting in section 1 that the common law system in dealing with actions by employes against employers for injuries received in hazardous employments is inconsistent with the modern industrial conditions, uneconomic, unwise, and unfair, and that as the welfare of the state depends upon its industries, and even more upon the welfare of its workingmen, the state of Washington in the exercise of its police and sovereign power declares its policy to withdraw all phases of the premises from private controversy, regardless of questions of fault and to the exclusion of every other remedy, proceeding, or compensation except as provided in the act, "and to that end all civil actions and civil causes of action for such personal injuries and all jurisdiction of the courts of the state over such causes are hereby abolished except as in this act provided."

(2, 3) It is a well-accepted rule that remedial statutes, seeking the correction of recognized errors and

abuses in introducing some new regulation for the advancement of the public welfare, should be construed with regard to the former law and the defects or evils sought to be cured and the remedy provided; that in so construing such statutes they should be interpreted liberally, to the end that the purpose of the Legislature in suppressing the mischief and advancing the remedy to be promoted, even to the inclusion of cases with the reason, although outside the letter, of the statute (36 Cyc. 1173); and that in construing the statute courts will look to the old law, the mischief sought to be abolished, and the remedy proposed. *State v. Stewart*, 52 Wash. 61, 100 Pac. 153, 17 Ann. Cas. 411. Starting with these basic principles, the conclusion is evident that, in the enactment of this new law, the Legislature declared it to be the policy of this state that every hazardous industry within the purview of the act should bear the burden arising out of injuries to its employes; and that it was the further policy of the state to do away with the recognized evils attaching to the remedies under existing forms of law and to substitute a new remedy that should be ample, full, and complete, reaching every injury sustained by any workman while employed in any such industry, regardless of the cause of the injury or the negligence to which it might be attributed. We can conceive of no language the Legislature might have employed that would make its purpose and intent more ascertainable than that made use of in the first section of the act. To say with appellant that the intent of the act is limited to the abolishment of negligence as a ground of action against an employer only is to overlook and read out of the act and its declaration of principles the economic thought sought to be crystalized into law, that the industry itself was the primal cause of the injury and, as such, should be made to

bear its burdens. The employer and employe as distinctive producing causes are lost sight of in the greater vision, that the industry itself is the great producing cause, and that the cost of an injury suffered in any industry is just as much a part of the cost of production as the tools, machinery, or material that enter into that production, recognizing no distinction between the injury and destruction of machinery and the injury and destruction of men in so far as each is a proper charge against the cost of production. The Legislature in this act was dealing, not so much with causes of action and remedies, as with this great economic principle that has obtained recognition in these later years, and it sought in the use of language it deemed apt to embody this principle into law. That in so doing the legislative mind was intent upon the abolishment of all causes of action that may have theretofore existed, irrespective of the persons in favor of whom or against whom such right might have existed, is equally clear from the language of section 5 of the act, containing a schedule of awards, and providing that each workman injured in the course of his employment should receive certain compensation, and "such payment shall be in lieu of any and all rights of action whatsoever against any person whomsoever." Referring again to section 1 of the act and the declaration of its exercise of police power by the state, to the end that it may advance the welfare of its citizens injured in any hazardous undertaking, we find this expression of intention: "* * * All phases of the premises are withdrawn from private controversy, and sure and certain relief for workmen, injured in extrahazardous work and their families and dependents is hereby provided regardless of questions of fault and to the exclusion of every other remedy, proceeding or compensation, except as otherwise pro-

vided in this act; and to that end all civil actions and civil causes of action for such personal injuries and all jurisdiction of the courts of the state over such causes are hereby abolished." For these reasons we are of the opinion that the compensation provided by the act in case of injury to any workman in any hazardous occupation was intended to be exclusive of every other remedy, and that all causes of action theretofore existing, except as they are saved by the provisos of the act, are done away with.

(4) Upon the second point we think there is no room for argument. The first clause of the title indicates that it is an act relating to the compensation of injured workmen in any industry of the state, and the employment of the language further on in the title, "abolishing the doctrine of negligence as a ground for recovery of damages against employers," is indicative of the evil the act seeks to overcome rather than the new remedy created. The title is plainly broad enough to indicate that the act is intended to furnish the only compensation to be allowed workmen subsequent to its becoming law, and as such clearly includes any and all rights of action theretofore existing in which such compensation might have been obtained.

The second point is therefore overruled, and the judgment affirmed.

Crow, C. J., and Mount, Parker and Fullerton, J. J., concur.

UNITED STATES CIRCUIT COURT OF AP-
PEALS FOR THE NINTH CIRCUIT.

No. 2287.

MARY A. MEESE, MAY MEESE, EDITH MEESE, ANNA
MEESE, ALFRED MEESE, A MINOR, CATHERINE
MEESE, A MINOR, LIZZIE MEESE, A MINOR, WILLIE
MEESE, A MINOR, BENNIE MEESE, A MINOR, by their
Guardian Ad Litem, MARY A. MEESE,

Plaintiffs in Error,

vs.

NORTHERN PACIFIC RAILWAY COMPANY, a corpora-
tion,

Defendant in Error.

Opinion.

Before GILBERT, ROSS and MORROW, Cir-
cuit Judges.

MORROW, Circuit Judge, after stating the facts, de-
livered the opinion of the Court:

1. The question on this appeal arises out of an act of the Legislature of the State of Washington, approved March 14, 1911, known as and designated the "Workmen's Compensation Act" (Chapter 74, Session Laws of the State of Washington, p. 345), relating to the compensation of workmen in extrahazardous employments in that state.

The constitutionality of the act is not attacked by either party, and the fact that the death of the decedent was due to the wrongful act and negligence of the Railway Company is not denied by that company. But the position taken by the plaintiffs in error (the plaintiffs in the court below), and controverted by the defendant in error, the Northern Pacific Railway Com-

pany, is, that the Workmen's Compensation Act of the State of Washington does not and never was intended to deny to or take from the heirs or personal representatives of a deceased person their right of action for damages against the person or corporation whose wrongful act caused the death of such deceased person. The contention of the plaintiffs in error is: That the death of Benjamin Meese having been caused by the wrongful act and negligence of the Northern Pacific Railway Company, his heirs, the plaintiffs in error herein, are not barred by the provisions of the Workmen's Compensation Act from maintaining their statutory right of action against the Railway Company, by reason of the fact that at the time the decedent was killed he was in the employ of the Seattle Brewing Company, and acting in the discharge of his duties as an employe of that company.

The intent of the legislature of the State of Washington with respect to the scope and purview of the Compensation Act must be ascertained by a construction of the act as a whole, keeping well in view the evils which, as declared by the act itself, it was intended to remedy.

The primary title of the act is as follows:

"Relating to compensation of injured workmen."

The secondary title is as follows:

"An act relating to the compensation of injured workmen in our industries, and the compensation to their dependents where such injuries result in death, creating an industrial insurance department, making an appropriation for its administration, providing for the creation and disbursement of funds for the compensation and care of workmen injured in hazardous employment, providing penalties for the non-observ-

ance of regulations for the prevention of such injuries and for violation of its provisions, asserting and exercising the police power in such cases, and, except in certain specified cases, abolishing the doctrine of negligence as a ground for recovery of damages against employers, and depriving the courts of jurisdiction of such controversies, and repealing sections 6594, 6595 and 6596 of Remington and Ballinger's Annotated Codes and Statutes of Washington, relating to employes in factories, mills or workshops where machinery is used, actions for the recovery of damages and prescribing a punishment for the violation thereof."

The act contains its own declaration of legislative policy in the following specific terms:

"Section 1: The common law system governing the remedy of workmen against employers for injuries received in hazardous work is inconsistent with modern industrial conditions. In practice it proves to be economically unwise and unfair. Its administration has produced the result that little of the cost of the employer has reached the workman and that little only at large expense to the public. The remedy of the workman has been uncertain, slow and inadequate. Injuries in such works, formerly occasional, have become frequent and inevitable. The welfare of the state depends upon its industries, and even more upon the welfare of its wage-worker. The State of Washington, therefore, exercising herein its police and sovereign power, declares that all phases of the premises are withdrawn from private controversy, and sure and certain relief for workmen, injured in extra hazardous work, and their families and dependents, is hereby provided regardless of questions of fault, and to the exclusion of every other remedy, proceeding or compensation, except as otherwise provided in this act; and to that end all civil actions and civil causes of actions for such

personal injuries and all jurisdiction of the courts of the state over such causes are hereby abolished, except as in this act provided."

Section 2 contains an enumeration of the extra hazardous occupations or works to which the act is intended to apply.

Section 3 contains particular definitions of the terms employed in the act.

Sections 4 to 19, inclusive, set forth the schedules of contribution and compensation of the act, and provide for the giving of notice under the act, and the methods of enforcement of the act.

Section 20 provides that any employer, workman, beneficiary or person feeling aggrieved at any decision of the department created by the act, affecting his interests under the act, may have the same reviewed by a proceeding for that purpose, in the nature of an appeal, initiated in the superior court of the county of his residence.

Sections 21 to 26, inclusive, create an Industrial Insurance Department, and impose the administration of said act upon that department.

By sections 27 and 28 it is provided, that if any employer shall be adjudged to be outside the lawful scope of the act, the act shall not apply to him or his workmen, and that if the provisions of the act relative to compensation for injuries to or death of workmen become invalid because of any adjudication, or be repealed, such repeal or the rendition of the final adjudication of invalidity shall not be computed as a part of the time limited by law for the commencement of any action relating to such injury or death.

Section 29 appropriates the sum of \$1,500,000.00, or so much thereof as shall be necessary, for the purposes of the act.

In Section 30 it is provided that Sections 8, 9 and 10

of the act approved March 6, 1905, entitled "An act providing for the protection and health of employes in factories, mills or workshops, where machinery is used, and providing for suits to recover damages sustained by the violation thereof, and prescribing a punishment for the violation thereof." (Sections 6594, 6595 and 6596 of Remington and Ballinger's Annotated Codes and Statutes of Washington, referred to in the title of the act, "and repealing an act entitled, 'An act providing for the protection of employes in factories, mills or workshops, where machinery is used, and providing for the punishment for the violation thereof, approved March 6, 1903,' and repealing all other acts and parts of acts in conflict therewith" shall be repealed, except as to any cause of action which shall have accrued thereunder prior to October 1, 1911.

Section 31 relates to the distribution of the funds in case of a repeal of the act.

Section 32 provides that the act shall not affect any action pending or cause of action existing on the 30th day of September, 1911.

With respect to the title of the act it is to be observed that it relates to the compensation of injured workmen in industries in the State of Washington, and the compensation to their dependents where such injuries result in death; but it does not purport to relate to the statutory right of action for damages given to heirs or personal representatives of a deceased person, when the death of such person is caused by the wrongful act or neglect of another. Again, the title recites that the act contains provisions abolishing the doctrine of negligence as a ground of recovery of damages against employers, but it does not recite that the act contains provisions abolishing the statutory right of action in favor of the heirs and per-

sonal representatives of a deceased person, where the death of such person is caused by the wrongful act or neglect of another, not an employer; and the act does not in fact abolish such right of action in express terms. The title recites that the act abolishes certain sections of Remington and Ballinger's Annotated Codes and Statutes of Washington; but it does not recite that the act repeals Sections 183 and 194 of that Compilation of Codes and Statutes, under which this action was brought, and the act does not in fact in express terms repeal either of those sections of the law. These two sections, so far as they relate to this case, provide as follows:

"Section 183 * * * * * When the death of a person is caused by the wrongful act or neglect of another, his heirs or personal representatives may maintain an action for damages against the person causing the death."

"Section 194: No action for a personal injury to any person occasioning his death shall abate, nor shall such right of action determine, by reason of such death, if he have a wife or child living; * * * * * but such action may be prosecuted or commenced and prosecuted in favor of such wife or in favor of the wife and children * * * * *"

With respect to the declaration of policy contained in the first section of the act, it is to be noticed that it is specifically directed against "the common law system governing the remedy of workmen against employers for injuries in hazardous work." The present action is not one arising under the common law system, and it is not against the employer of the decedent. The plaintiffs in error, as the wife and children of the decedent, had no right of action against the defendant at common law, whether the defendant was an employer or a third person not an employer. Their

right of action is purely statutory, and is based upon Sections 183 and 194 of the above mentioned Codes and Statutes of Washington.

The question to be determined is this: Did the compensation act repeal these sections of the prior statute law? It did not by any express provisions of the act. Did it do it by implication?

The contention of the defendant in error is that these sections have been repealed, so far as plaintiffs' right of action against the defendant in error is concerned, and that the plaintiffs must recover, if at all, under the compensation act. This contention is based, first, upon the declaration contained in the first section of the compensation act concerning the exercise of the police power of the state. The declaration is "that all phases of the premises are withdrawn from private controversy, and sure and certain relief for workmen injured in extra hazardous work, and their families and dependents, is hereby provided, regardless of questions of fault, and to the exclusion of every other remedy, proceeding or compensation, except as otherwise provided in this act; and to that end all civil actions and civil causes of action for such personal injuries, and all jurisdiction of the courts of the state over such causes are hereby abolished, except as in this act provided." The scope of this provision of the act is clearly limited primarily by the word "premises." All phases of the "*premises*" are withdrawn from private controversy. What are the "*premises*"? The "*premises*" are the matters stated in the context, namely: "the *common law* system governing the remedy of *workmen against employers* for injuries received in hazardous work." This withdrawal does not include the general liability for a personal tort, nor does it include specifically a right of action under the state statute for injuries resulting in death caused by

the wrongful act or neglect of another not an employer. The maxim *noscitur a sociis* applies here and determines the proper interpretation of the language. (*Kelley vs. City of Madison*, 43 Wis. 638; 28 Am. Rep. 576; *McGaffin vs. City of Cohoes*, 74 N. Y. 387, 30 Am. Rep. 307.)

The defendant claims further that its contention is supported by the proviso found in Section 3 of the act, relating to the definition of words used in the act, "that if the injury to a workman occurring away from the plant of his employer is due to the negligence or wrong of another not in the same employ, the injured workman, or if death result from the injury, his widow, children or dependents, as the case may be, shall elect whether to take under this act or seek a remedy against such other, such election to be in advance of any suit under this section"; but this proviso is limited in express terms to "an injury to a workman occurring away from the plant of his employer." If the injury to a workman occurs at the plant of his employer the proviso does not apply. In the present case the injury did not occur to the workman away from the plant of his employer. It occurred while he was in the employ of his employer and at the plant of his employer. The fact that the injury was due to the negligence and wrong of another not in the same employ is not sufficient under this section to bring the case within the provisions of the compensation act; but it is not necessary for us to decide that question. The question here is, have the plaintiffs in error a remedy under the prior statute? They have if that statute has not been repealed by the compensation act. It is not claimed that it has been repealed by that act in express terms. Can it be said that it has been repealed by implication? It is plain that it has not, when we consider that by the compensation act it is provided

that if a workman is injured away from the plant of his employer by the negligence or wrong of another not in the same employ, and the injury results in the death of the workman, his widow, children or dependents may elect whether to take under the compensation act, or seek a remedy against such other. What that remedy against the other is, is clearly indicated by the remainder of the section pointing to a right of action under the prior statute. The remainder of the section is as follows:

“ * * * * * If he take under this act, the cause of action against such other shall be assigned to the state for the benefit of the accident fund; if the other choice be made, the accident fund shall contribute only the deficiency, if any, between the amount of recovery against such third person actually collected, and the compensation provided or estimated by this act for such case. Any such cause of action assigned to the state may be prosecuted or compromised by the department, in its discretion. Any compromise by the workman of any such suit, which would leave a deficiency to be made good out of the accident fund, may be made only with the written approval of the department.”

A cause of action “against such other” which “shall be assigned to the state for the benefit of the accident fund” must be based upon the prior statute. If based upon the prior statute that statute was not repealed, but continued in force.

It is further contended by the defendant in error, that the first clause of Section 5 of the compensation act provides a sure and certain remedy to workmen in case of injury, or their dependents in case of death, regardless of the right of action against any person whomsoever, and takes away such right of action. The clause is as follows:

"Each workman who shall be injured whether upon the premises or at the plant or, he being in the course of his employment, away from the plant of his employer, or his family or dependents in case of death of the workman, shall receive out of the accident fund compensation in accordance with the following schedules, and except as in this act otherwise provided, such payment shall be in lieu of any and all rights of action whatsoever against any person whomsoever."

The last words of this clause, taken alone, might be held to be sufficiently broad to justify the plaintiffs in error in claiming out of the accident fund the compensation provided in the act, and if such claim were made and allowed it would undoubtedly "be in lieu of any and all rights of action whatsoever, against any person whomsoever." But further than this we do not think the clause can be extended. The clause does not abolish or take away the right of action. It merely provides that an award under the Act "shall be in lieu of any and all rights of action whatsoever against any person whomsoever."

The conclusion we have reached is, that the repeal of sections 183 and 194 of Remington and Ballinger's Compilation of the Codes and Statutes of Washington is not within the title of the compensation act; that the repeal of these sections is not within the declared policy of the compensation act as applied to the facts charged in the complaint in this case; that these sections have not been repealed by the compensation act either expressly or by implication; but, on the contrary, the implication to be drawn from the provisions of the statute is that these sections have not been repealed. These conclusions are abundantly supported by the general rules governing the construction of statutes.

2. It is a fundamental rule in the construction of a

statute that its purview can be no broader than its title, or, as stated by Sutherland, in his work on Statutory Construction, the title of the act must agree with the act itself, by expressing its subject; the title will fix bounds to be purview, for the act cannot exceed the title subject nor be contrary to it.

"An act will not be so construed as to extend its operation beyond the purpose expressed in the title. It is not enough that the act embraces but a single subject or object, and that all its parts are germane; the title must express that subject, and comprehensively enough to include all the provisions in the body of the act. The unity and compass of the subject must, therefore, always be considered with reference to both title and purview. The unity must be sought, too, in the ultimate end which the act proposes to accomplish, rather than in the details leading to that end. * * * * * The title cannot be enlarged by construction when too narrow to cover all the provisions in the enacting part, nor can the purview be contracted by construction to fit the title." (Lewis' Sutherland Statutory Construction, Sec. 120).

"The title of an act defines its scope, it can contain no valid provision beyond the range of the subject there stated." (Ibid., Sec. 145).

In the case of *Diana Shooting Club vs. Lamereux*, 89 N. W. 880, the Supreme Court of Wisconsin, applying the above rule to the case then under consideration, said:

"When one reading a bill, with the full scope of the title thereto in mind, comes upon provisions which he could not reasonably have anticipated because of their being in no way suggested by the title in any reasonable view of it, they are not constitutionally covered thereby. But in applying that rule, this other rule, which has been universally adopted, must be kept in

mind: The statement of a subject includes, by reasonable inference, all those things which will or may facilitate the accomplishment thereof."

We are not asked in the present case to give effect to some clause of the act not embraced in the title (for, as we have observed, the act contains no provisions respecting injuries received by an employe in the course of his employment and at the plant of his employer, occasioned by the wrongful act and negligence of another not in the same employ and not connected in any way with the employe or with the employer); but we are asked to read into the statute under consideration, by construction, a meaning and an extent not covered by or included within the title.

We are of opinion that there is nothing in the title of the act which by direct words, or by any fair and reasonable intendment or inference, can be construed to include within the scope of the act, and, therefore, to deny to the plaintiffs in error in this case, a right of action of the nature of that asserted by them, or which can be construed as depriving the courts of jurisdiction of a controversy in the nature of the one now before this court.

3. It will be noted further that there are expressly designated in the title of the act under consideration, certain sections of Remington and Ballinger's Annotated Codes and Statutes of the State of Washington, to wit: Sections 6594, 6595 and 6596 thereof, which are by said act expressly repealed. But the very obvious purpose of the act (if the interpretation insisted upon by the defendant in error be the correct one), would be to repeal, in addition to the sections expressly enumerated, Sections 183 and 194, providing for a right of action and the survival of a right of action in favor of the heirs or personal representatives of decedent. But the express repeal of certain acts im-

plies an intent not to repeal other sections. As said by the Supreme Court of New York in the case of *Bowen vs. Lease*, 5 Hill, 226:

"The invariable rule of construction in respect to the repealing of statutes by implication is, that the earliest act remains in force, unless the two are manifestly inconsistent with and repugnant to each other; or unless in the latest act some express notice is taken of the former, plainly indicating an intention to abrogate it. As laws are presumed to be passed with deliberation, and with full knowledge of all existing ones on the same subject, it is but reasonable to conclude that the legislature, in passing a statute, did not intend to interfere with or abrogate any former law relating to the same matter, unless the repugnancy between the two is irreconcilable."

Furthermore, if it was the intent of the legislature to repeal the former act, that intent should have been clearly expressed.

"There can be no intent of a statute not expressed in its words. While the object of all construction, and the purpose of all rules of interpretation is to ascertain the legislative intent, and while, in construing a particular part of a statute, the whole act may be regarded, and all other acts bearing upon the subject, and all extraneous circumstances which the legislature may be supposed to have had in mind, may be properly taken into consideration, yet the intent which is finally arrived at must be an intent consistent with, and fairly expressed by, the words of the statute themselves.

* * * * * The intent to be ascertained and enforced is the intent expressed in the words of the statute, read in the light of the constitution and the fundamental maxims of the common law, and not an intent based upon conjecture or derived from external considera-

tions." (Sutherland, Statutory Construction, Sec. 388.)

In Section 499 of the work of the same learned author, it is said:

"It is presumed that the legislature does not intend to make any change in the existing law beyond what is expressly declared."

4. The opinion of the Supreme Court of the State of Washington, dated November 28th, 1913, in the case of *Peet vs. Mills*, (Advance Sheets, Washington Decisions, page 315), has been called to our attention by the defendant in error, in support of the position taken by it in the case at bar. We are unable to agree with counsel that the Supreme Court of the State of Washington in that case reached a conclusion different from that reached by us in the present case. In the Washington case the plaintiff, Peet, while in the employ of the Seattle, Renton and Southern Railway Company, as a motorman, was injured in a collision between two of the railway company's trains. The defendant, Mills, was then the president of the railway company, and the plaintiff in his suit sought to hold him personally responsible for the injuries because of the allegations that when Mills assumed control and management of the railway company, it was equipped with a block signal system for use in foggy weather, which the defendant failed to operate; and that when complaint was made by the train operators of the great danger of operating the trains without the aid of the block signals, a promise was made by the defendant, Mills, to have the block signals working during foggy weather, which promise the defendant failed to keep, and as a consequence of his negligence in so failing, the plaintiff was injured. The trial court sustained a demurrer to the complaint, and the plaintiff electing to stand upon his complaint, the action was

dismissed and an appeal taken to the Supreme Court. The decision of the lower court was affirmed.

In whatever light the Supreme Court of the State of Washington may have viewed the case, no portion of the language used by it in that case can be claimed to cover the facts of the case which we now have under consideration. In the Washington case the injury was alleged to have been caused by the negligence of the defendant who was the president of the railway, that is, in the same employ with the plaintiff. In the case now at bar the death of the decedent is alleged to have been caused by the negligence of the Northern Pacific Railway Company, a party not in the same employ with the decedent, and in no manner connected with said employment. The Washington case, viewed from this standpoint, comes within the express words of the statute; the present case does not. Here we have an entirely different state of facts, calling for the application of entirely different principles of law; and, as we view it, the conclusions we have reached are in no sense conflicting or inconsistent with the opinion in the Washington case.

The decision of the lower court is reversed, with directions to overrule the demurrer.

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Supreme Court of the United States

OCTOBER TERM, 1915.

No. 133.

NORTHERN PACIFIC RAILWAY COMPANY,
Petitioner,

vs.

MARY A. MEESE, MAY MEESE, EDITH
MEESE, ANNA MEESE, ALFRED MEESE, A
MINOR, CATHERINE MEESE, A MINOR,
LIZZIE MEESE, A MINOR, WILLIE MEESE,
A MINOR, BENNIE MEESE, A MINOR, BY
THEIR GUARDIAN AD LITEM, MARY A.
MEESE.

CERTIORARI TO THE CIRCUIT COURT OF
APPEALS FOR THE NINTH CIRCUIT.

BRIEF FOR PETITIONER.

CHARLES W. BUNN.

Supreme Court of the United States

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CERTIORARI TO THE CIRCUIT COURT OF
APPEALS FOR THE NINTH CIRCUIT.

STATEMENT OF FACTS.

The interpretation of an act of the Legislature of Washington approved March 14, 1911, is the only matter involved in this case. The act referred to is Chapter 74 of the laws of that year. It consists of a complete revision of the legislation and common law of the state applicable to compensation of injured workmen, abolishing remedies in the courts to recover damages for accidents and establishing an insurance fund administered by the state and created by assessment against all hazardous industries. All employers in hazardous industries are required annually to pay

into the fund percentages of their payrolls specified in the act, varying as between different industries. The state treasurer is made custodian of the fund and the act contains a schedule of awards for death and for each kind of personal injury.

This action was brought in the District Court of the United States by the wife and children of Benjamin Meese, deceased, citizens of the state of Washington, against the Northern Pacific Railway Company, a corporation under the laws of Wisconsin, and the jurisdiction rested wholly on diverse citizenship.

The complaint alleged that Meese, being in the employ of the Seattle Brewing & Malting Company, on the premises of that company, while engaged in loading product of the brewery into cars furnished by the Railway Company, was killed by employees of the Railway Company negligently shunting other cars against those in and about which Meese was working.

The action is based on the statutes of Washington giving an action for death caused by negligence. The contention of plaintiffs is that the compensation act is confined in its scope to remedies against employers, has no application to an action against any person except employer; and that therefore, Meese not having been an employee of the Railway Company, the act does not stand in the way of this action.

The defendant on the other hand contends that the workmen's compensation act abolishes all actions in the courts by workmen in the hazardous employments referred to in the act, whether against employers or against third persons. This difference of interpretation of the state law is the only question involved.

The District Judge sustained a demurrer to the complaint, holding that the plaintiff's only remedy was

for the benefits created under the act and therein specified. *Meese v. Northern Pacific Ry. Co.*, 206 Fed. 222. The Circuit Court of Appeals, in an opinion filed February 16, 1914, reversed the judgment of the District Court, holding that properly interpreted the compensation act does not profess to abolish a workman's action for negligent injury against any person other than his employer. (211 Fed. 254.)

But we contend that the Supreme Court of the state of Washington, in the case of *Pect v. Mills*, 136 Pac. Rep. 685, in an opinion delivered November 28, 1913, construed the state law as repealing and forbidding this action; and that this decision ought to be controlling on the Federal Courts. This decision of the state Supreme Court was called to the attention of the Circuit Court of Appeals, whose view with respect thereto is more fully shown in its opinion.

ASSIGNMENT OF ERROR.

Error is assigned that the Circuit Court of Appeals should have followed *Pect v. Mills* and have affirmed the judgment of the District Court.

ARGUMENT.

At the outset it should be noted that the question here raised is the interpretation of the workmen's compensation act. No question of the validity of the act can be involved. Not only was no such question considered below but it is quite obvious that no such question could have been or can be considered. This action is based on the state statute of Washington creating a cause of action for death. This action state legislation gave and state legislation may take away. The whole question therefore is of interpretation.

It is also clear that deceased was injured in an employment and at a place falling within the terms of the act. Section 2 enumerates factories, mills and workshops where machinery is used, and breweries. The definitions in Sec. 3 make it plain that these terms are intended to include all premises and yards used with factories or mills. An item in "Schedule of Contributions" (Sec. 4) is: "Breweries, bottling works; boiler works; foundries; machine shops not otherwise specified .020."

It being thus shown that the case must rest (as it was rested in the decision below) on interpretation of the act we come to consideration of the terms thereof.

The act is printed in Laws of Washington, 1911, p. 345, and printed also in appendix to this brief. The title and Sec. 1, which are the important provisions indicating the scope of the law, are as follows:

"RELATING TO COMPENSATION OF INJURED WORKMEN.

An act relating to the compensation of injured workmen in our industries, and the compensation to their dependents where such injuries result in death, creating an industrial insurance department, making an appropriation for its administration, providing for the creation and disbursement of funds for the compensation and care of workmen injured in hazardous employment, providing penalties for the non-observance of regulations for the prevention of such injuries and for violation of its provisions, asserting and exercising the police power in such cases, and, except in certain specified cases, abolishing the doctrine of negligence as a ground for recovery of damages against employers, and depriving the courts of jurisdiction

of such controversies, and repealing sections 6594, 6595, and 6596 of Remington and Ballinger's Annotated Codes and Statutes of Washington, relating to employes in factories, mills or workshops where machinery is used, actions for the recovery of damages and prescribing a punishment for the violation thereof.

Be it enacted by the Legislature of the State of Washington:

Section 1. *Declaration of Police Power.*

The common law system governing the remedy of workmen against employers for injuries received in hazardous work is inconsistent with modern industrial conditions. In practice it proves to be economically unwise and unfair. Its administration has produced the result that little of the cost of the employer has reached the workman and that little only at large expense to the public. The remedy of the workman has been uncertain, slow and inadequate. Injuries in such works, formerly occasional, have become frequent and inevitable. The welfare of the state depends upon its industries, and even more upon the welfare of its wage-worker. The State of Washington, therefore, exercising herein its police and sovereign power, declares that all phases of the premises are withdrawn from private controversy, and sure and certain relief for workmen, injured in extra hazardous work, and their families and dependents is hereby provided regardless of questions of fault and to the exclusion of every other remedy, proceeding or compensation, except as otherwise provided in this act; and to that end all civil actions and civil causes of action for such personal injuries and all jurisdiction of the courts of the state over such causes are hereby abolished, except as in this act provided."

Section 3 defines the term "workman" in this language:

"Workman means every person in this state, who, after September 30, 1911, is engaged in the employment of an employer carrying on or conducting any of the industries scheduled or classified in section 4, whether by way of manual labor or otherwise, and whether upon the premises or at the plant or, he being in the course of his employment, away from the plant of his employer: *Provided, however,* That if the injury to a workman occurring away from the plant of his employer is due to the negligence or wrong of another not in the same employ, the injured workman, or if death result from the injury, his widow, children, or dependents, as the case may be, shall elect whether to take under this act or seek a remedy against such other, such election to be in advance of any suit under this section; and if he take under this act, the cause of action against such other shall be assigned to the state for the benefit of the accident fund; if the other choice is made, the accident fund shall contribute only the deficiency, if any, between the amount of recovery against such third person actually collected, and the compensation provided or estimated by this act for such case."

Section 5, prescribing the schedule of compensations, is introduced by the language following:

"Each workman who shall be injured whether upon the premises or at the plant or, he being in the course of his employment away from the plant of his employer, or his family or dependents in case of death of the workman, shall receive out of the accident fund compensation in accordance with the following schedule, and, except as in this act otherwise provided, such payment shall be in lieu of any and all rights of action whatsoever against any person whomsoever."

The decision of the Supreme Court of Washington in *Pett v. Mills*, filed November 28, 1913, is printed in appendix to this brief and is reported, 136 Pac. Rep. 685. That was an action brought by a motorman in the employ of a railway company against the president of the company, in which it was sought to hold the president personally (although he was not plaintiff's employer) on the ground of his personal negligence. The opinion of the court opens with the statement that the contention there considered is "that the act is applicable only where recovery is sought upon the ground of the negligence of the employer."

It appears from the opinion that this contention was based on two grounds: (a) that the act, being in derogation of common law and not expressly abolishing negligence as ground of recovery, except as ground of recovery against employers, should by a strict construction be limited to employers; (b) that although the body of the act contains language sufficiently broad to include all defendants, whether employers or not, this language ought to be limited by the title, which it was alleged confines the act to employers.

The court said in respect of these contentions: that the act should be construed liberally as a remedial statute, instead of strictly; that the policy of the legislature as shown in the act is that every hazardous industry should bear the whole burden arising out of injuries to its employees; that the remedies of the act are ample, full and complete to reach every injury sustained by a workman, regardless of the cause of the injury and regardless of the negligence to which it may be attributed. The court said that the act is not limited to abolishment of negligence as a ground of action against an employer; that to say so overlooks and reads out of the act the controlling

principle that each industry itself should bear the whole burden of its injuries, making these injuries a charge against the cost of production as much as the cost of tools, machinery or material entering into production. The court said:

"That in so doing the legislative mind was intent upon the abolishment of all causes of action that may have theretofore existed, irrespective of the persons in favor of whom or against whom such right might have existed."

Again the court said:

"For these reasons we are of the opinion that the compensation provided by the act in case of injury to any workman in any hazardous occupation was intended to be exclusive of every other remedy, and that all causes of action theretofore existing, except as they are saved by the provisos of the act, are done away with."

Touching the argument that the title is restrictive of the broad language in the body of the act referred to by the court, the court said that the clause in the title "abolishing the doctrine of negligence as a ground of recovery of damages against employers" is only one matter of several covered by the title; that the title is plainly broad enough to indicate that the act is intended to furnish the *only compensation* to be allowed injured workmen; that the title fairly includes *any and all rights of action theretofore existing* in which such compensation might have been obtained.

Coming to examine the opinion of the Circuit Court of Appeals (printed in appendix to this brief) it will be found directly and fundamentally in conflict with the opinion of the Supreme Court of Washington in *Pett v. Mills*. The Circuit Court of Appeals relies largely on the contention that the title to the act

is limited to the abolition of actions against employers. This was the very contention considered and overruled by the state Supreme Court. The Circuit Court of Appeals holds that the title is narrower than the body of the act. This is directly contrary to the opinion of the state Supreme Court. The Circuit Court of Appeals holds that the act should be strictly construed because in derogation of common law and previous statutory law and this ruling is in the teeth of the decision of the state Supreme Court. The Circuit Court of Appeals explains the decision of the state court in *Pect v. Mills* by the fact that the defendant, Mills, president of the railway company, was in the employ of the same corporation which employed the plaintiff motorman. But the action against Mills was not based on the relation of employer and employe; and that plaintiff and defendant were in the employ of the same corporation had nothing to do with the case. Mills was sued for negligence exactly as the Railway Company in this case is sued; the most casual reading of the opinion of the state Supreme Court shows that its decision cannot thus be explained. That court stated the contention which it overruled to be, that the act was confined to *abolishing actions for negligence of an employer*. It treated the defendant, Mills, as a stranger and not as an employer and held that the act was not so confined. Had the court regarded Mills as an employer that would have ended all controversy.

The Circuit Court of Appeals has refused to give effect to plain language in the body of the act, holding in effect that some of the provisions thereof are ineffectual because not embraced in the title; but whether the act is in whole or in part invalid on account of a too narrow title is a question of state

law and not of federal law. What effect as a matter of interpretation the title should have on the body of the act is also a question of state law. No provision of the federal constitution requires state acts to have any title. In this respect also the court below is directly in conflict with the state Supreme Court.

The opinion of the Circuit Court of Appeals rests partly on the argument that the workmen's compensation act does not in terms repeal sections 183 and 194 of Remington and Ballinger's Annotated Codes of Washington. These two sections, so far as important, read as follows:

"Section 183: * * * When the death of a person is caused by the wrongful act or neglect of another, his heirs or personal representatives may maintain an action for damages against the person causing the death."

"Section 194: No action for a personal injury to any person occasioning his death shall abate, nor shall such right of action determine, by reason of such death, if he have a wife or child living; * * * but such action may be prosecuted or commenced and prosecuted in favor of such wife or in favor of the wife and children * * *."

But no doubt can be entertained that actions for death are abolished by the workmen's compensation act in all the cases where actions for other injuries are abolished. There is no difference. If the act abolishes the action Meese would have had against the Railway Company it abolishes the action by representatives for his death. The whole question comes back to that which was considered and passed on by the state Supreme Court, viz., whether the act abolishes all actions for negligence or is confined to actions against employers. So far as death is concerned, it

is plainly included like other injuries under the compensation act, the compensation for death being the first item in the schedule. See Sec. 5.

There are good reasons why Secs. 183 and 194 of the Code were not repealed by the compensation act. These sections creating liability for death by wrongful act remaining in force (a) as to all non-hazardous employment not covered by the compensation act, and (b) in the case of a workman in a hazardous employment injured "away from the plant of his employer" by negligence of a third person. The definition of "workman" in Sec. 3 contains a proviso, that in such cases the injured workman, or his representatives in case of death, shall elect whether to take under the act or to sue the wrong-doer. Touching this language the Circuit Court of Appeals argues curiously, saying that the cause of action "against such other referred to in this language must be based upon the prior statute and therefore that the prior statute is not repealed but continued in force." Obviously continued in force in the special case stated in the proviso, viz., the case of a workman injured by negligence of a third person while absent from the plant of his employer.

The District Judge in deciding this case took what seems to us plainly the correct view of this proviso, saying:

" 'At the plant' may include less or more than 'on the premises,' depending on the relative extent of the two; but these two expressions show an intention not to limit the application of the law to real property boundaries. The proviso, expressly preserving the right of action at law for the death of an employe, resulting from an injury 'occurring away from the plant of the employer,' clearly shows an intent to except from that provision of the act, abolishing all

private controversies and all rights of civil action, what, but for such provision, would have been abolished, and, as the right of civil action is alone preserved when the injury occurs 'away from the plant of the employer,' then it is not preserved, but is abolished, when it occurs at the plant of the employer."

It is quite evident that this proviso is intended to state the only case in which a workman in hazardous employment retains the remedy for negligence which he had before the compensation act. The result of the view of the Circuit Court of Appeals is that a workman injured by negligence of a third person away from his employer's plant must elect and cannot both sue the third person and take benefits under the compensation law; while if he is injured within his employer's plant he may have both rights and pursue both remedies without election.

There can be no doubt that the act provides a benefit for the death of Meese and that his representatives or dependents are entitled to call on the fund in the hands of the state treasurer for the compensation prescribed in Sec. 5 (a) of the act. And if this right against the fund exists it follows necessarily that, with the single exception of election of remedies where the workman is injured away from the plant, the right to recover damages against the wrongdoer is by the act abolished. The act abolished actions in every case (with the single exception noted) where it gave benefits from the insurance fund.

Whatever might be said as an original question about the interpretation of the state law, we submit that the Supreme Court of the state has determined all questions of interpretation, which in any view can be involved in this case, and that the decision of the Circuit Court of Appeals is at every point in conflict

with the interpretation placed on the act by the state court. There being no federal question in the case and the whole question being of the interpretation of the state statute, it seems necessary only to suggest that this is a case where the courts of the United States cannot properly overrule the courts of the state.

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